

EXECUTIVE SUMMARY

This discussion paper was commissioned by CCIC in 2014, as part of the mandate of the Ad Hoc Public Engagement Working Group. The PE Working Group was established to reinstate the dialogue with Global Affairs Canada (then DFATD) on the importance of engaging Canadians on global issues and of partnering with Canadian CSOs for efficient, diversified and creative public engagement programs. The document reflects on what Public Engagement is, and what conditions are needed for effective CSO-Global Affairs collaboration, makes concrete proposals, suggests guiding principles, and provides examples of what good Public Engagement is all about, based on the experience of Canadian CSOs that have been doing it for decades.

The first section of the paper presents a definition of Public Engagement and Global Citizenship, and articulates the role of PE in our international development program. It highlights that Canadians care about poverty and inequality and want to understand global issues better, and be provided with opportunities to act, in order to make a difference.

This section also explains how the work of Canadian CSOs complement the work of government, and how well positioned CSOs are to engage Canadians, given their ability to reach them from coast to coast to coast. The document then sets the stage on the need to have Public Engagement included in the policy and strategies of our international assistance program by adopting a National Public Engagement Strategy, something that has not existed in many years. An important point is made as well, on how central it is to support a variety of approaches to PE by having Global Affairs offer multiple, diversified and predictable funding mechanisms for PE.

The second section of the discussion paper digs deeper into what is expected from an increased collaboration with Global Affairs around PE and visibility of the international cooperation program, stating that **CCIC and its members hope to contribute to the development of an enabling environment for CSOs with respect to public engagement**. More specifically, we explain that CCIC wishes to:

- a) Bring back PE as a core component of our international cooperation program;
- b) Contribute to the adoption of a PE strategy by Global Affairs, and identify areas of joint collaboration;
- c) Clarify the scope of PE and our respective roles and expertise (*CSOs, Government, and citizens*);
- d) Agree on guiding principles for PE programming that should be supported by Global Affairs;
- e) Bring more clarity and transparency in present and future Global Affairs processes and funding; and

f) Help instill trust and a spirit of collaboration between Global Affairs and CSOs.

In the third section, we put the spotlights on a variety of past and current PE initiatives developed by Canadian CSOs across the country (disseminated throughout the document), and how instrumental these initiatives are in engaging Canadians at the local and regional levels - but also parliamentarians, educators and other social movements. We insist on how uniquely positioned Canadian organizations are to make the links between local and global issues, helping Canadians to get a better understanding of the world and Canada's place in it.

Supporting an enabling environment that is conducive to good PE, by Global Affairs, is the focus of section four. We discuss how the central role of PE needs to be mirrored in policies, strategies and frameworks (such as the CSO Partnership Policy and implementing Agenda 2030), and how a national PE strategy, informed by CSOs, equipped with adequate funding, and that recognizes the diversity of CSOs and spectrum of engagement formats, would contribute to that. Also addressed is the importance of having a measurement framework in place, one that encourages learning, outcome measurements and accountability.

We highlight again how beneficial it is for Global Affairs to recognize and build on the wealth of PE experience in the Canadian international development community. Encouraging CSOs to establish partnerships and alliances for greater impact in PE programming is something that Global Affairs should support. In addition, Global Affairs should support PE-focused research initiatives, and should invest in building the capacity of PE practitioners to support Canada and Canadians in becoming champions and cutting-edge thinkers in PE.

Section five lays out some of the recommended guiding principles for PE that should be adopted and promoted by Global Affairs:

- recognize that the richness and effectiveness of PE comes from supporting a diversity of approaches, so that Canadians from different locations and walks of life can be reached;
- ensure multiple, responsive and predictable funding for PE programming;
- invest in youth as a key target audience for PE;
- pay special attention to small and medium sized organization, who often dedicate a high percentage of their time and resources to PE and are strategically located across Canada;
- use media as one of the key vehicles to engage Canadians (traditional media, documentaries, social media, etc)
- build on past successes. Innovation is great, but innovating can mean adapting a successful model and taking it to the next level;
- encourage collaborative projects, to ensure greater impact, without making it mandatory;
- support and invest in research, knowledge sharing and capacity building, in order for our PE efforts to be more evidenced-based and efficient.

Finally, the last section reiterate some of the key roles, in addition to funding support, which can be played by Global Affairs for effective PE. These include facilitating multi-stakeholder dialogue, the creation of a common framework for results and outcomes and the tracking of good data.

**Developing an Enabling Environment for Public Engagement in Canada:
A Global Affairs Canada-Civil Society Partnership in the Making**

1. Introduction

a) Welcoming the opportunity to provide input on an issue that is key to our sector

The Canadian Council for International Co-operation (CCIC) welcomes the opportunity to provide input into a new strategy for partnership with civil society related to public engagement (PE), and the openness demonstrated toward our sector by new International Development Minister Marie-Claude Bibeau since she came into office.

The Minister's interest for PE and the role that she sees for CSOs reflects the spirit of the Federal Government's Civil Society Partnership Policy released in February 2015, reaffirming the centrality of civil society organizations (CSOs) in effective development cooperation and Canada's commitment to re-establishing constructive relations between Global Affairs Canada and Canadian development and humanitarian organizations.

CSOs, as independent development actors, can collaborate successfully with Global Affairs on issues and actions of common interest. Mobilizing Canadians as global citizens through PE programming is an important area of common interest.

Manitoba's Fair Trade Challenge

Over the years, the Manitoba Council for International Cooperation's Fair Trade Manitoba program has been working to engage Manitobans in fair trade, and in so doing, helping to create jobs and encouraging economic development in the Global South. One of the most successful (and fun) PE strategies has been the Fair Trade Challenge. The Fair Trade Challenge is an annual campaign that provides citizens with the opportunity to support producers in the Global South by pledging to purchase and consume fair trade coffee, tea and chocolate for 30 days beginning on Valentine's Day. The challenge also proposes that Manitobans celebrate the big day with fair trade wine and roses. Participants can sign up as individuals or as a group at www.FairTradeManitoba.ca. Since its beginning 9 years ago, the campaign grew from 300 participants in 2006 to close to 10,000 to date through multi-sector involvement of church groups, schools, government offices, credit unions, professional unions, merchants, and various community groups. Merchants have also reported that their fair trade sales grow noticeably during the campaign and have increased annually. Organizers have also witnessed an increase in Fair Trade products available throughout Manitoba.

<http://fairtrademanitoba.ca/campaigns/fair-trade-challenge>

The overall purpose of this document is to provide Global Affairs with concrete proposals toward a new strategy for partnering with CSOs to enhance public engagement and visibility for the international cooperation program. The contained suggestions are intended to guide the development of the Department's policies, frameworks, strategies and funding modalities linked to public engagement.

It is hoped that the proposals contained in this document will help inform the dialogue process to promote an enabling environment for civil society in Canada and serve our shared sustainable development goals.

The ideas presented in this paper are consistent with and add breadth to the PE components identified in the CCIC and Inter-Council Network (ICN) responses to the *DFATD Draft Civil Society Partnership Policy* in August 2014. They are also consistent with position papers and PE policy briefs prepared by CCIC and the ICN over the last decade.^{1, 2, 3}

b) Who was consulted and the process to prepare this Discussion Paper

In 2014, as part of the DFATD civil society policy consultation process, CCIC President-CEO, Julia Sanchez, made an open call to CCIC members soliciting participation in the formation of four ad hoc working groups to guide DFATD's engagement with civil society, moving forward. The working groups focused on the following areas: i) diverse funding mechanisms, ii) public engagement, iii) humanitarian aid, and, iv) the extractive sector. More specifically, the mandate of the Public Engagement (PE) Working Group was to formulate concrete proposals of "elements for a new strategy for partnering with CSOs to **enhance public engagement and visibility for the international cooperation program**".

The PE Working Group, composed of nine CCIC member organizations and one CCIC staff member (See Appendix 1), met on a regular basis to develop a structured outline for a discussion paper to be submitted to Global Affairs to inform their PE policy, strategies, programs and modalities. Parallel to this, the PE Working Group was also consulted in the submission process for CCIC's response to the DFATD Draft Civil Society Partnership Policy in August 2014.

c) What do we mean by Public Engagement and Global Citizenship?

Public Engagement

For the purposes of this submission, public engagement is defined as "**the practice of inspiring, supporting, and challenging people and groups in dynamic cycles of learning, reflection, and action on global issues. It is a transformative process that works towards more equitable social, economic, environmental and political structures.**"⁴

The sector's Theory of Change maintains that PE needs to be holistic in its approach and include all of the actions leading to social change that citizens can take, including advocacy. It also maintains that CSOs will vary their work of facilitating change through multiple points of engagement that complement one another leading to personal, relational, and societal change.

Global Citizenship

Global citizenship and public engagement are two sides of the same coin. 'Global citizenship' suggests "**the development of citizens [through public engagement efforts] who have the knowledge and capabilities to be actively involved in the world**".⁶ Foundational knowledge of global citizenship includes, among others, understanding that we share a common humanity and planet with all others; that there are local implications to global issues and vice versa; the ability to reflect critically on a diverse range of views and information; that citizens in the North and South have rights and responsibilities; that cultural diversity and other forms of diversity

are essential for life; and that citizens have agency and therefore power to make positive change.⁷

Types of public engagement programs and activities

CSOs play a critical role in strategically facilitating the development of global citizenship in Canada through a myriad of PE programs and activities. Examples of PE activities include Southern speaker tours, campaigns and petitions, deliberating on policy, volunteering, international exchanges, non-violent direct action, video/art contests, ethical consumption and investing, and meetings with parliamentarians and officials. PE efforts by CSOs, women's organizations, trade unions, faith communities, and domestic non-profit organizations enable citizens to participate democratically in their societies and complement the critical role of media and the political processes through which citizens elect their governments.

Together: An Exhibition on Global Development

In April 2015, Aga Khan Foundation Canada launched *Together: An exhibition on global development*, an innovative mobile exhibition that showcases Canada's role in global development and the work of AKFC and 20 other Canadian development organizations. The exhibition provides an introduction to global development, presents some of the challenges and solutions facing communities around the world, gives visitors a sense of the scope of Canada's contributions overseas, and encourages people to see themselves as global citizens and to get involved. The exhibition has traveled across Ontario, Quebec, Atlantic Canada, and British Columbia in seven months. It will continue to tour throughout Alberta, Saskatchewan, Manitoba, and Ontario in 2016. In total, the tour has visited 42 communities and reached close to 20,000 people. The exhibition is a signature initiative of AKFC's public engagement program, and has been leveraged for multiple activities, including speaking events, an art contest, social media campaigns, an educators' resource, and university and high school workshops. *Together* is funded by Global Affairs Canada and contributions from AKFC's fundraising campaigns.

d) The role of PE in international development, and the importance of Global Affairs–Civil Society collaboration

In September 2015 world leaders adopted the new Sustainable Development Goals, following up on the Millennium Development Goals. The Global Goals are more comprehensive and ambitious than their predecessors and will guide our overall efforts to put an end to poverty and inequality, at home and abroad, by 2030. Canada's active participation in the post-2015 sustainable development framework at the United Nations (UN) speaks to its continued commitment to these aims.

The universality of the Sustainable Development Goals (SDGs) illustrates how we all must work together to transform our world. As the partnership section outlines in the preamble to the *Transforming our world: the 2030 Agenda for Sustainable Development*: "We are determined to mobilize the means required to implement this Agenda through a revitalised Global Partnership for Sustainable Development, based on a spirit of strengthened global solidarity, focused in particular on the needs of the poorest and most vulnerable and with the participants of all countries, all stakeholders and all people." Canadians need to know and understand the SDGs.

PE is a vital component of the development equation

PE plays a vital role toward the development of an educated, active and supportive public that understands the importance of Canada's role, and their role, in the world. This point is highlighted in the OECD report, *Partnering with Civil Society: 12 Lessons from DAC Peer Reviews*, stating that "Partnering with and supporting CSOs to build public awareness and understanding of development issues in donor and developing countries should be a priority for [Development Assistance Committee] members. A citizenry that is informed and educated about global development issues is an important, empowering objective in itself and should be supported by governments." ⁸ The "engaging Canadians" objectives in the Civil Society Partnership Policy indicate the importance that Global Affairs gives to PE in Canada and the visibility of the international cooperation program.

Canadians play a crucial role in determining the path of global development

Through their choices as consumers, activists, donors, volunteers or through the work they choose, people can make important contributions to poverty eradication, promoting peace and security, and ensuring environmental sustainability. Initiatives that create space for Canadians to reflect on their connection to global issues, explain global challenges in a changing world, find sustainable solutions and act on them are key to resolving the challenges faced by the planet and its peoples.

The Canadian public cares about global issues and wants to be involved.

Furthermore, polls consistently show that most Canadians favour an active role for our country internationally, favour federally-supported PE programs and are strongly committed to understanding and taking action on global issues.^{9, 10, 11} Canadians also strongly believe that it is important for young people, in particular, to learn about global poverty issues.¹² Such commitments reflect Canadian values of human rights, democracy, equity, rule of law, active global citizenship and environmental sustainability. CSOs provide the Canadian public with a vehicle to enact their commitment to these values.

CSOs complement the work of government

Ensuring visibility for the international cooperation program is a Canadian Government responsibility. However, CSOs, independent actors in their own right, complement the work of government in profiling Canada's commitment to international cooperation thereby increasing support. This also helps provide accountability to Canadian citizens and taxpayers for what Canada is doing in international cooperation and development. Maintaining space for an active international role, therefore, depends in turn on an informed and active Canadian citizenry. Canadian CSOs also complement the work of other non-profit organizations, activists, educators and different levels of government to build overall civic participation and advance social cohesion and cultural competence in Canada and around the world.

CSOs are well positioned to engage constituencies

CSOs are well positioned for PE partnerships given that they are nimble and responsive; they are closer to the ground to better reach the public and target constituencies in Canada; they have close links to Southern partners to include their voices in framing issues; they have PE expertise and capacities built over time; and they have established networks, memberships, partnerships, and resources, which can be leveraged for greater PE outcomes.

Public engagement's return on investment

There is also an economic return for Canada in investing in PE on at least two fronts. Firstly, ethical consumption promoted by CSOs as part of the Fair Trade movement is growing in Canada and contributes to trade with Southern producers and reducing poverty. This also generates economic returns for Canada and Canadian businesses. Secondly, Global Affairs investments in PE leverage additional funds which serve to help CSOs diversify revenue streams and augments multi-fold the overall ODA that Canada provides in this area.¹³

The value placed on public engagement in other countries

In the European Union, global and development education are deeply embedded in governmental policy within member states and civil society. GENE (Global Education Network Europe) is the European network of Ministries and Agencies responsible for support, funding and policy-making in the field of Global Education. The Network was started in 2001 with 6 national structures from 6 countries. In 2002, at the European-wide Global Education Congress, the *Maastricht Declaration on Global Education* was adopted, validating the importance of global education and public engagement in international development. GENE now has grown to facilitate the sharing of policy learning between over 40 Ministries, Agencies and other national bodies, from over 25 countries leading the provision of global education in Europe. From a civil society perspective, CONCORD, the European NGO Confederation for Relief and Development, is made up of 28 national associations and 18 international networks that represent over 1,800 NGOs and is supported by millions of citizens across Europe.

CODE's Project Love Program

CODE's Project Love Program engaged schools and community groups for 25 years, thanks to CIDA funding. Participating schools used fundraising activities to engage students in global issues and to purchase basic school supplies. Students then assembled the educational kits before being shipped to partner countries. It is estimated that since the program first launched in 1988 to when it closed in 2012, almost 1,800,000 kits were shipped to CODE partner countries in Africa and the Caribbean. In its final year, over 22,840 participants in 38 communities across Canada took part in sending the school supplies to Ethiopia. Teachers and group leaders enjoyed the project and participated loyally, reporting that it was easy to implement and affordable, and its links to global education and social justice were a good compliment to provincial curricula across Canada. It was a prime example of how engagement activities in Canada can be directly linked to overseas projects.

<http://www.codecan.org/project-code/about>

e) Supporting an enabling environment for CSOs is a precondition for PE

Canada's *Commitment to Protect and Promote the Enabling Environment for Civil Society* and the subsequent *Global Affairs Civil Society Partnership Policy* reflect the vital role that civil society plays in reaching shared development objectives and enabling people to hold their governments to account and participate in decision-making on issues that affect them. A strong civil society is a key component of democratic governance and development but cannot exist without an environment that is conducive to operating effectively and independently as development actors. More specifically, "frequent and institutionalized opportunities for government-civil society dialogue; diverse, flexible and responsive funding mechanisms; and supportive legislation and regulatory frameworks"¹⁴ are the backbone of an enabling environment for CSOs and, in turn, for effective development and PE.

This said, government funding for PE has decreased steadily since it reached a high of 1% of ODA in 1994-95^{15, 16, 17} and an overall Federal PE Strategy has not existed since the last one ended in 2003. In 2010, the government announced, without consultation, the Partnership Modernization and Effectiveness Framework. This new theme-specific, project-based, call-for-proposal approach, led to a shift away from institutional funding relations. It also resulted in the discontinuation of the Stand Alone Fund for Public Engagement. Additionally, CSOs were no longer able to allocate 10% of program monies in submitted proposals to engage Canadians in global issues (although this provision has been reinstated in a few recent contribution agreements). All of these changes to funding modalities only served to further marginalize PE from the development work of Canadian CSOs.

In Section 4 below we elaborate in greater detail how Global Affairs can support an enabling environment for PE more specifically.

f) The need to formally recognize the importance of PE in policy and strategy

Effective PE cannot occur in an environment that does not realize its importance in policy and strategy and one in which it is poorly resourced. Effective PE will only occur in an environment where civil society organizations are empowered.

In keeping with this, CCIC has recognized, in its response to the DFATD *Draft Civil Society Partnership Policy* that “Mobilizing Canadians as global citizens through PE programming is an important component of our international development efforts”¹⁸ and that this area of our work needs to be incorporated into the Department’s Partnership Policy, its PE Strategy and its programs.

The sector has been formally requesting the Government for the re-instatement of a National PE strategy since 2006 as articulated in *A Report on the Civil Society CCIC-CIDA Dialogue on Effective Partnerships for Development* among others. In fact, the last national PE strategy was issued 17 years ago. The need for significant re-investment in PE has never been greater given the dismantling of most remaining PE funding channels in 2010 - the results of which have significantly affected the sector’s ability to engage the Canadian public.

The adoption of a National PE Strategy is discussed in Section 4a) below.

g) The importance of developing and implementing multiple, diversified and predictable PE funding mechanisms

As a result of the changing funding modalities and absence of predictable funding, a survey conducted by CCIC and ICN in 2014 indicated that “44% of responding organizations had experienced declining total revenue since 2010, affecting their capacity to sustain their development programs, with 55% of them identifying the loss of CIDA/DFATD revenue as the primary reason for this decline in revenue”.¹⁹ This has had a significant impact on efficient and effective development programming for all organizations affected, staffing levels, and on their ability to engage with the Canadian public.²⁰ But to exemplify the importance of PE to civil society, the vast majority of CSOs continue to implement some sort of PE programming despite reduced government funding over the last 5 years to do so.²¹ More specifically, spending on PE has decreased particularly for organizations devoting less than 20% of their revenue to PE which

is the case for the vast majority of organizations, large and small.²² In fact the majority of all CSOs polled manage to devote only 10% or less of their revenues to public engagement despite the centrality of public engagement to international development outcomes.²³

Small and medium-sized organizations, often having specialized geographic or thematic niches, have been disproportionately impacted by this decline.²⁴ Smaller organizations are much more likely to allocate larger shares of their revenue to PE yet smaller organizations reported significantly less success securing funding in the governments calls for proposals.²⁵ Many of these organizations are located in smaller communities in Canada and often have very close ties to their constituencies and communities. They often are more successful in getting media coverage than organizations in large cities.

First Voices: Connecting Aboriginal Youth from the North and the South was a Public Engagement project hosted by the Atlantic Council for International Cooperation (ACIC). It brought together indigenous youth from Atlantic Canada and the Global South through the arts. This five-year project created solidarity between Aboriginal groups and helped to create strong confident leaders with a solid understanding of global citizenship. The indigenous youth worked together to create a documentary based on stories of hope as found in their communities; sharing stories through visual arts, music, photography and traditional ceremony and producing a collaborative painting; embarking on a ten-day musical tour; and working together to create a piece that incorporated various traditional dances. In the final year of the project, all of the youth involved were brought back together to reflect on the impact. This project has had an immense impact on all of the participants' lives and has helped them to build long lasting relationships. Further, the project reached thousands of Atlantic Canadians to help increase awareness about Aboriginal issues, both at home and abroad. It served to highlight the positive stories of resilience, solidarity and cultural pride and enabled Atlantic Canadians to better understand the history and culture of Aboriginal groups in Atlantic Canada and in the Global South. <http://www.acic-caci.org/our-work/first-voices.html>

The diversity of our population, ethnically, socially, culturally and linguistically in urban, rural or remote parts of our geographies necessitates multiple approaches to engage citizens effectively. Funding mechanisms must recognize the diversity of CSOs and the diversity of public engagement approaches as illustrated in examples throughout the document. To balance both governmental and civil society objectives, we need a diversity of funding mechanisms. Such mechanisms also need to be predictable, timely, flexible and designed for both medium- and long-term programs. As the OECD notes, “unpredictable finance, lack of funds for management and program oversight, one-off project funding, unclear guidelines and inconsistent processes, and complex and overly detailed requirements” pose significant challenges to CSOs and impact effectiveness.²⁶

2. What are we hoping to achieve by collaborating with Global Affairs?

As stated above, the overall purpose of this document is to provide Global Affairs with suggestions and ideas toward a new strategy for partnering with CSOs to enhance PE and visibility for the international cooperation program. In entering into a collaboration process with Global Affairs, **CCIC and its members hope to contribute to the development of an**

enabling environment for CSOs with respect to PE. More specifically, CCIC aims to:

- a) Bring back PE as a core component of our international development program;
- b) Contribute to the adoption of a PE strategy by Global Affairs, and identify areas of joint collaboration;
- c) Clarify the scope of PE and our respective roles and expertise (*CSOs, Government, and citizens*);
- d) Agree on types of PE programming that should be supported by Global Affairs;
- e) Bring more clarity and transparency in present and future Global Affairs processes and funding; and
- f) Help instill trust and a spirit of collaboration between Global Affairs and CSOs.

3. A Snapshot of PE in Canada

Present throughout the country, in big cities and small communities, Canadian CSOs put a human face to development and tell Canada's international cooperation story to the Canadian public. CSOs contribute to developing global citizenship by engaging Canadians to think critically about social issues, to make local-global connections, and to see themselves implicated as active agents of change at a local, regional or national level. In addition to facilitating the public's involvement, CSOs contribute to enhancing the role for parliamentarians, community organizations, educators and social movements in working toward solutions to global issues. CSOs help to modernize the narrative around international cooperation and accompany Canadians along the PE continuum in the 2.0 technological context, using a variety of transactional and transformative approaches. The PE initiatives profiled in boxes throughout the document demonstrate the diverse ways CSOs engage Canadians as global citizens.

Leave for Change: the corporate stream of the Uniterra program

Canadian professionals now have a chance to put their technical and creative skills towards helping development project overseas through the corporate stream of the Uniterra program, *Leave for Change*. *Leave for Change* is a corporate volunteering initiative that enables employees from partner organizations to participate in a three to four week volunteer assignment in a developing country. Employers also support the participation of their employees and cover a part of the costs. *Leave for Change* is run jointly by WUSC and CECI through the financial support of the Government of Canada. <http://uniterra.ca/en/volunteering/corporate-volunteering>

4. How can Global Affairs support an enabling environment for PE?

a) The importance of formally recognizing the importance of PE in policies, strategies and frameworks

CCIC welcomes the inclusion of the "engaging Canadians" objectives in the *Civil Society Partnership Policy* and the re-instatement of PE allocations in recent calls for proposals. To fully reflect the centrality of PE to effective and sustainable development, Global Affairs is encouraged to consider the recommendations specifically linked to PE contained in both the CCIC and the ICN response submissions to the draft Civil Society Partnership Policy. Specifically, the policy should embrace a broader interpretation of PE and should commit to developing a National PE Strategy and corresponding funding mechanisms for a full range of PE programs

and activities.

b) The adoption of a National PE strategy within Global Affairs equipped with adequate funding

In the spirit of Global Affairs' recent efforts at formalizing Canada's approach to partnership with civil society and in line with the OECD Peer Review recommendation for Canada to "complete and implement its PE strategy with a view to increasing public awareness"²⁷, CCIC and its members support the development of a national PE strategy, many of the elements of which are discussed below.

CCIC recommends that the PE Strategy adopt a **definition of public engagement that is positioned within the wider context of civil society's role in contributing to development, and which is informed by a theory of change**. The Strategy should **recognize the diversity of CSOs**, as previously mentioned, and **identify the spectrum of engagement formats** all with diverse objectives. Engagement formats range from transactional (donating, volunteering) to transformational (building critical awareness, empowerment of targeted constituencies or changing buying practices); all achieved using multiple approaches and tools for change. The Strategy should **also recognize the importance of the government partnering with CSOs and vice versa**, to undertake PE activities concerning a broad spectrum of development issues.

To effectively address global poverty at a systems level, CCIC encourages Global Affairs to **develop, in consultation with CSOs, a comprehensive PE Strategy with a long term perspective** that: i) adopts a human-rights based approach to development, ii) enhances gender equality and gender mainstreaming, and iii) augments the voice of the poor and marginalized people. These principles are in keeping with the requirements of the *ODA Accountability Act* and the Istanbul and Busan Principles. Global Affairs funding should align with and promote these principles to ensure they are widely understood within CSOs and the Department alike. The PE Strategy should also **promote principles of good practice** in PE and develop a **measurement framework that encourages learning, outcome measurement and accountability**.

A Departmental PE strategy would **foster Canadian leadership in PE knowledge, practice and innovation** and elevate the profile and value of PE both in Canada and beyond. In the context of promoting and implementing the Sustainable Development Goals, the PE Strategy should create the space to permit the development of a "national agenda for active global citizenship"²⁸ involving the multiple agencies that help shape Canadians' awareness and involvement within a shared, globalized world. These agencies include, but are not limited to: CSOs in Canada and southern partners, different levels of government, elected officials, social movements, educators, universities and the media. The private sector also plays an increasingly important role in sustainable development practices and should be considered both an actor and an audience in engaging Canadians and citizens in partnering countries.

CCIC also underlines that the PE strategy needs to **explicitly recognize the independence of CSOs** as recommended by the OECD, "[Global Affairs] needs to balance CSO autonomy as development actors in their own right, and steering CSOs to achieve Canada's own development objectives".²⁹ In terms of funding modalities for example, **provisions need to be made for PE programs that go beyond profiling Canada's ODA, official countries, sectors and**

themes of focus. PE funds should be allocated in a transparent manner and be tracked.

Pacific Peoples’ Partnership Indigenous linkages and journalist exchanges

Pacific Peoples’ Partnership (PPP) in Victoria, BC works to promote increased understanding among the Canadian public and decision-makers of issues of importance to the people of the South Pacific Islands by hosting an annual One Wave Festival, producing bi-annual Pacific Networking Conferences, performances, lectures, workshops, presentations, publications and art exhibitions. PPP also cultivates cross-Pacific exchanges and relations through facilitating Pacific Islands media tours, story development and exchanges. Some have included prominent Canadian Indigenous journalists and creating skill-building internships for over 100 Indigenous professionals. Sharing knowledge with their Pacific counterparts, interns built a body of knowledge and best practices that informs PPP’s work.

<http://www.pacificpeoplespartnership.org/>

c) Recognizing PE expertise, experience, innovation and the diversity of the sector

There is a wealth of PE experience in the community that can provide valuable expertise and advice to inform government strategies and policy. In a 2014 analysis of survey results by CCIC and ICN, “The vast majority of organizations (75%) indicated that they have been doing PE for more than 20 years, and 93% of the organizations for more than 10 years.”³⁰

These organizations represent a wide range of vocations including: development organizations, volunteer sending agencies, faith-based organizations, advocacy organizations, trade unions, youth organizations, humanitarian, international solidarity, research and policy, regional and provincial councils and coalitions, all working in different parts of the country on a diversity of global issues.

However, very few CSOs have had the opportunity to participate in a dialogue process with the government since 2012. This is particularly true for small-and medium-sized CSOs. “An important dimension of an enabling environment for CSOs is regular and institutionalized opportunities for policy dialogue with government.”³¹

Given their presence in all provinces and regions of Canada, small and medium-sized organizations are uniquely positioned to implement Global Affairs Canada’s policy commitment to work with CSOs “as a principal mechanism to engage individual Canadians and raise awareness of and involvement in international development.” [Government of Canada, 2015]

CCIC recommends that the Government tap into this wealth of CSO knowledge, innovation and networks in different ways to help inform policy direction and programming to improve aid outcomes linked to PE. In doing so, CSOs might also benefit from the expertise of Departmental staff.

CCIC also recommends that **Global Affairs ensure that policy, strategies and modalities reflect and accommodate this wide diversity of CSOs and expertise.**

d) Inviting CSOs to contribute to Global Affairs’ strategy on PE

In keeping with the recommendation above to recognize the knowledge and experience within the sector, and to help provide clarity and transparency and build a sense of collaboration and

true partnership, **CCIC recommends that Global Affairs commits to engage in ongoing and meaningful consultation with CSOs by establishing a mutually-defined mechanism or mechanisms for regular consultation and collaboration**, to further elaborate the strategic orientations, funding and accountability mechanisms that will make up the National PE Strategy.

Given their separate but complementary roles and objectives, such mechanisms between government and civil society will provide opportunities for healthy debate and learning. To ensure that the PE Strategy moves from intent to practice, **CCIC suggests the development of an action plan, which clearly identifies key benchmarks for its design and implementation.**

e) Encouraging organizations to work in partnerships and create alliances for greater impact
Illustrations of the power of partnerships and alliances were seen in the concrete examples provided in Section 3. The synergy of alliances permits greater PE impact as partners exchange knowledge and brainstorm strategies, combine resources and expertise, access networks and act together to realize innovative approaches to development and poverty reduction. Alliances also tend to reduce competition between the groups that are engaged. Alliances with CSO networks, social movements, and PE practitioners in other countries can have global reach and tackle major development challenges. Various types of collaborations and alliances that would build on past and current ICN and CCIC alliances and initiatives by others would include: common campaigns or issue-based events (e.g. food security, climate change), funding-based consortiums, collaborations that link the local, regional, national and international levels and cross-sectorial collaborations.³²

Due to the potential for greater development outcomes, **CCIC recommends that Global Affairs encourage partnerships and coalition-building within its funding modalities, and provide support for large-scale, multi-stakeholder and multi-year PE programs and campaigns for increased impact, including those between small and medium-sized organizations.**

Oxfam Canada's community and campus groups

Oxfam Canada's community and campus groups bring together Canadians from different regions, ages, and backgrounds for one common cause: to take action to promote women's rights and put an end to poverty. Specifically, community and campus groups:

- Campaign: Oxfam groups run national awareness-building activities about the Even It Up campaign. The campaign addresses the driving forces of the growing gap between the rich and the poor and looks at how gender equality and economic inequalities are interlinked.
- Partner: Groups create effective change in their communities by educating and inspiring others to act, and partner with other local organizations to maximize their voice and influence
- Fundraise: Be it in response to humanitarian crises or in promotion of Oxfam's *Unwrapped* gifting program, groups raise thousands of dollars for Oxfam Canada's work <http://www.oxfam.ca/get-involved>

f) Conducting and supporting research initiatives

Ever increasingly, there is an interest in the sector, driven by both internal and external forces, to have **development practices informed by research evidence and good practice**. Examples of current research evidence and good practice include the Istanbul Principles, the CCIC Code of Ethics and Partnership Principles and the ICN 2011-2014 National Research Program results. But

to demonstrate leadership and innovation in PE practice and to elevate the profile and value of public engagement, **Global Affairs and CSOs need to continue to create and mobilize knowledge through research.**

Global Affairs has funded the ICN and CCIC in the past to conduct certain research projects on a small scale, or conducted research on its own. Some examples of future research to strengthen or measure public engagement and build on past initiatives could involve: polling of Canadian opinions or gathering baseline data of global citizenship indicators, participatory action research and evaluation, etc.

g) Building and increasing the capacity and impact of the sector in public engagement

Gathering and creating knowledge through research is important but to improve PE outcomes we must also apply what we know by mobilizing existing knowledge or new research evidence through capacity building initiatives. The ICN portal, GlobalHive.ca, helps the sector to do this. It contains many resources in capacity areas that could improve PE outcomes including: how to develop your theory of change, how to apply the *Istanbul Principles for CSO Development* to PE or what makes for good practice in PE. A Rights-based approach, as advocated in the *ODA Accountability Act, the Istanbul Principles and the CCIC 10-Point Agenda*, is also a capacity area in need of development to make this approach more explicit to the PE work of CSOs.³³

These and other important key existing **knowledge resources should be mobilized to build the capacity of PE practitioners** to more effectively engage Canadians. Tangible skills training in areas such as **evaluation, communications and social media** have also been identified as needs by the sector.³⁴ The ICN, Volunteer Cooperation Agencies and key national CSO organizations are well placed to play this role. It is also recommended that **Global Affairs support a PE course** for the Canadian CSO sector.

Communities of Practice (CoP) such as ICN knowledge hubs and CCIC learning circles might be one format for capacity building worth expanding. CoPs reduce the isolation that is often expressed by PE practitioners and encourage the exchange of knowledge and the sharing of resources. CoPs work best when members are brought together face-to-face periodically and ongoing contact supplemented through electronic communications. At the regional and provincial level, communities of practice can be developed around particular issues or skill development areas. At the national level, one possibility might be to develop a Network of PE practitioners based on those CSOs receiving funding from current and future Global Affairs programs.

h) Engaging the public in advocacy and policy dialogue

International development by definition involves social change. Social change cannot happen without addressing the root causes of injustices and inequities and these cannot be addressed without effective domestic and international public policies. It is therefore incumbent on Canadian CSOs to ensure that the voices of their Southern partners and the Canadian public are heard in Canadian public policy dialogue processes.

As mentioned previously, engaging the public in a diverse range of PE methodologies including advocacy is a component of an enabling environment. Advocacy is also inherent in a human-rights based approach to PE as mentioned in 4b) above. Currently, Canadian law permits

charities to legally spend 10% of their resources on political activities (and up to 20% depending on size). Over the last several years, however, civil society has come under increased government scrutiny resulting in an “advocacy chill”. This advocacy chill is tantamount to a chill on public engagement and is impeding CSOs in engaging Canadians in policies that currently run counter to sustainable development and human rights despite their legal right to do so. A policy environment that explicitly welcomes advocacy and encourages policy dialogue is an essential enabling condition for public engagement.

5. Guiding Principles for PE

Listed below are principles and themes that have been prioritized by the sector. It is a composite list of what has been shown to be effective in engaging Canadians or identified as good practice in PE in addition to those approaches that were identified in Section 4 as elements of an enabling environment.

a) Invest in youth

Youth engagement is a process that offers meaningful participation and opportunities for young people to take responsibility, develop leadership and global citizenship. An analysis of the national context of PE in Canada by the ICN identified youth engagement as an integral component. Primary, secondary and postsecondary students, as well as youth more broadly, were among the top five target audiences of organizations’ public engagement efforts in Canada, making it a priority theme for the sector.³⁵

b) Use of media and social media to engage Canadians

The digital media revolution is changing both the scope and the nature of PE activities. Online information networks provide greater access to information and more opportunities to engage in debate, upload the user’s own content and undertake collective action. Keeping pace with new Web technologies will be critical for CSOs.

c) Support small and medium-sized organizations

According to the analysis of CCIC-ICN survey results of successful proposals to the various calls from DFTAD since 2010 showed that larger organizations (total revenues of greater than \$5 million) were more likely to be funded than medium (less than \$5 Million) and small organizations (less than \$500,000). In fact, while the proposals of more than half of the large organizations and about a third of the medium-sized groups were successfully funded, only 10% of small organizations met with success. Smaller organizations, however, were shown to allocate larger shares of their revenue to PE outshooting their weight over larger organizations.³⁶ Often smaller organizations are located in smaller communities, and get media coverage and support from their communities, thus great avenues for engaging Canadians.

d) Building on success:

Investing in PE initiatives that have proven successful in the past can often be a good social investment. CSOs need to be supported to take global citizenship to the next level and/or to reach a wider audience and render it sustainable beyond the life of the project.

e) Encouraging collaborative projects:

Provide support for large-scale, multi-stakeholder public engagement programs/campaigns, for an increased impact.

f) Research, knowledge mobilization and capacity

To be effective the practices of PE practitioners need to be grounded in research evidence, good practice and competencies. Funding should be provided to focus on the creation of new knowledge, the mobilization of existing knowledge and capacity-building to strengthen PE practices.

RESULTS Canada—Citizen advocates for Maternal, Newborn and Child Health

RESULTS Canada is a national grassroots CSO whose mission is to generate the political will to end extreme poverty. Citizen advocates are at the heart of RESULTS who learn about campaigns and take strategic action. They mobilize political will by writing letters, meeting with their MPs, and spreading public awareness. National staff support the citizen advocates as well as develop and implement strategic advocacy, media, and public awareness campaigns focused on vaccines and immunization, tuberculosis, nutrition, water and sanitation, and education. In the spring of 2014, RESULTS along with other organizations of the Canadian Network for Maternal, Newborn and Child Health (MNCH) joined forces on the #CanadaCares campaign. The campaign rallied Canadians from coast to coast in support of child and maternal health and called for a renewed investment in the Muskoka Initiative due to end in 2015. RESULTS advocates from over 12 Canadian volunteer chapter groups took to social media, wrote letters to the editor, and met with their MPs to demonstrate their support for MNCH and investment in vaccines and micronutrients to reduce global child mortality rates. In May 2014, the Canadian government announced a landmark re-investment of \$3.5 billion over 5 years (2015-2020) for MNCH initiatives. <http://www.results-resultats.ca/en/campaign/vaccines-immunization/>

g) Reaching and involving First Nations and Southern partners

In keeping with the Istanbul and Busan Effective Development Principles, Canadian CSOs have an imperative to support Southern partners to drive their own development and to help Canadian partners frame issues and debate. Aboriginal peoples in Canada and the global South are among the world’s most marginalized communities yet have much to contribute to the Canadian development practice and the Canadian public. The Global Affairs PE Strategy should encourage the involvement of global partners, including from Indigenous communities, in PE programs and funding modalities.

6. Global Affairs PE Support Mechanisms

- Policy Dialogue: Global Affairs acts as a convener of multi-stakeholder policy dialogue on PE e.g. the development of a national agenda for active global citizenship or policy dialogue on an identified foreign policy.
- Support the development of a PE course for the Canadian CSO sector.
- Measuring outcomes: Global Affairs works with CSOs to create a common framework for results and outcomes of PE, including the development and rolling up of PE metrics in collaboration with CSOs

- The Canadian government supports the idea of a ‘data revolution’, and argues “that more data is needed to inform policy making and programming to measure new goals and to enable people to have the necessary information to hold their governments to account.”³⁷ Setting “realistic, focused and measurable” goals and setting a “strong accountability and measurement framework” are principles endorsed by the Canadian government.³⁸ Conjointly, the sector has been advocating for greater evaluation capacity and more effective ways to evaluate PE programs for over a decade.
- Development of a national PE knowledge mobilization project that builds on the ICN GlobalHive.ca to foster Canadian leadership in PE knowledge, practice, research and innovation. Global Affairs could develop the knowledge project in tandem with IDRC and CSOs.

7. Conclusion

CCIC and its members welcome the opportunity to contribute to the dialogue process to promote an enabling environment for civil society in Canada. As discussed, CSOs play a critical role in strategically facilitating the development of global citizenship through diverse PE programs and activities. CSO PE programs create opportunities for Canadians to make important contributions to poverty eradication, peace and security, and environmental sustainability, as volunteers, consumers, activists, donors, educators or workers.

PE programs also complement the work of government in helping to profile Canada’s commitment to international cooperation and provide further visibility to the aid program. Restoring PE as a core component of Canada’s international development program will create an engaged and a supportive public, both required for effective development outcomes.

It is hoped that the proposals contained in this document will help contribute to the adoption of a national PE strategy. It is also hoped that this document helps to clarify the scope of CSO PE, our respective roles, types of PE programming that should be supported, and the need for mutually-defined collaboration mechanisms.

We believe that a national PE strategy informed by the proposals in this document has the potential to put Canada back on the map in terms of leadership in the field of PE on global issues and international cooperation. CCIC and its members look forward to developing a partnership with Global Affairs to help support such a strategy and to ensure that an enabling environment for PE in Canada serves our shared development goals.

This discussion paper is the result of a collective effort by CCIC’s Ad Hoc Working Group on Public Engagement, with the support of a consultant. However, it does not necessarily represent the official positions of the individual organizations involved in the process.

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Appendix 1: Public Engagement Ad Hoc Working Group

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